



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF NOTICE

---

J-7

DISTRIBUTION: S

CJCS Notice 5120

1 April 2000

## JOINT PUBLICATION DEVELOPMENT TRANSITION PLAN

### REFERENCES:

- a. Joint Publication 1-01, 14 September 1993, "Joint Publication System Joint Doctrine and Joint Tactics, Techniques, and Procedures Development Program, Change 1."
- b. CJCS 262115Z JUL 99, "Transition Planning for USJFCOM."
- c. Unified Command Plan (UCP) 1999.
- d. Title 10, United States Code.
- e. DOD Directive 5100.1, 25 September 1987, "Functions of the Department of Defense and Its Major Components."

1. Purpose. This notice outlines the scope, milestones, and responsibilities of the transition plan for the transfer of the Joint Doctrine Program (reference a) for "below-the-line" joint publications from the Directorate for Operational Plans and Interoperability, Joint Staff (J-7), to United States Joint Forces Command (USJFCOM).

2. Cancellation. None.

3. Applicability. This notice applies to the Joint Staff and USJFCOM. It is provided to the Services, combatant commands, and Defense agencies involved with the CJCS Joint Doctrine Program for information purposes.

4. Policy

a. In accordance with (IAW) references b and c, USJFCOM will conceive, develop, and revise all "below-the-line" joint publications through the analysis of proposed or approved joint doctrine and joint tactics, techniques, and procedures (JTTP).

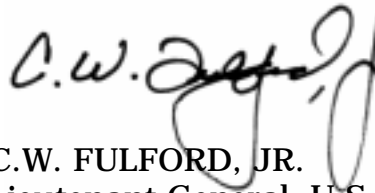
1 April 2000

b. USJFCOM will maintain a feedback mechanism to link assessments to joint doctrine and JTTP concepts and revisions. USJFCOM will coordinate the development of signature-ready "below-the-line" doctrine publications. USJFCOM will not have command authority over Service doctrine organizations.

c. The Joint Staff J-7 will promulgate all publication directives, manage all "above-the-line" publications, act as the Joint Staff review authority, and forward all publications for signature. Implementation of this notice is IAW the UCP 1999.

5. Responsibilities. See Enclosures.

6. Releasability. This notice is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other Federal agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Home Page-- <http://www.dtic.mil/doctrine>. Copies are also available through the Government Printing Office on the Joint Electronic Library CD-ROM.



C.W. FULFORD, JR.  
Lieutenant General, U.S. Marine Corps  
Director, Joint Staff

Enclosures:

- A - Transition Plan
- B - Responsibilities
- C - Procedures

## DISTRIBUTION

### Distribution S:

.....	<u>Copies</u>
United States Army/DAMO-SSP .....	10
United States Navy/N512 .....	10
United States Marine Corps/PLN-13.....	10
United States Air Force/AFDC Det 1 .....	10
United State Coast Guard/G-OPD .....	10
US Joint Forces Command/JW100 .....	10
US Central Command/CCJ5-O .....	2
US European Command/ECJ5-S .....	2
US Pacific Command/J38 .....	2
US Southern Command/SCJ5-PS .....	2
US Space Command/SPJ5X.....	2
US Special Operations Command/SOOP-PJ-D .....	2
US Strategic Command/J512.....	2
US Transportation Command/JCJ5-SR.....	2
Joint Staff	
Director for Manpower and Personnel .....	2
Director for Intelligence.....	2
Director for Operations .....	2
Director for Logistics.....	2
Director for Strategic Plans and Policy .....	2
Director for Command, Control, Communications, and Computer Systems .....	2
Director for Operational Plans and Interoperability .....	5
Director for Force Structure, Resources, and Assessment .....	2
Director of Management	
Information Management Division, Joint Secretariat .....	50

(INTENTIONALLY BLANK)

## TABLE OF CONTENTS

	Page
ENCLOSURE	
A Background.....	A-1
Joint Doctrine and Joint, Tactics, Techniques and Procedures Overview .....	A-1
Unified Campaign Plan 1999 Implementation .....	A-2
Milestones .....	A-2
B Chairman of the Joint Chiefs of Staff .....	B-1
Director, Operational Plans and Interoperability .....	B-1
Commander, United States Joint Forces Command .....	B-2
Joint Staff Doctrine Sponsor .....	B-4
C Project Proposals .....	C-1
Program Directives .....	C-1
Draft Development Phase (“Above-” and “Below-the-line” Publications).....	C-2
Preliminary and Final Coordination Phase .....	C-2
Approval .....	C-3
FIGURE	
C-1 “Above-the-line” Doctrine Development .....	C-4
C-2 “Below-the-line” Doctrine Development .....	C-4
TABLE	
A-1 Transition Milestones .....	A-3

(INTENTIONALLY BLANK)

ENCLOSURE A  
TRANSITION PLAN

1. Background

a. The Chairman of the Joint Chiefs of Staff is responsible for the development of doctrine for the joint employment of the Armed Forces of the United States per references d and e. Reference e reiterates CJCS responsibility for joint doctrine and charges the Chairman with promulgating joint publications to provide military guidance for joint activities of the Armed Forces.

b. The Director, J-7, Joint Staff, is responsible for managing the Joint Publication System and the Joint Doctrine Development Program. The Director, J-7, manages the system and program by assigning responsibilities to the Services, combatant commands, and Joint Staff.

2. Joint Doctrine and Joint Tactics, Techniques, and Procedures  
Overview

a. Joint doctrine and JTTP apply to the Joint Staff, combatant commands, subunified commands, joint task forces (JTFs), and subordinate components of these commands when conducting operations as part of a joint force. Joint doctrine and JTTP also applies when significant forces of one Service are attached to or support forces of another Service. Joint doctrine and JTTP are authoritative and will be followed, except when the commander determines exceptional circumstances dictate otherwise.

b. Joint doctrine and JTTP are organized in a hierarchical system of joint publications. Specific procedures for the initiation, development, approval, and maintenance of joint doctrine and JTTP projects have been developed. The process requires active involvement by all principal users of joint doctrine and JTTP. The process also includes a means to work toward consensus among doctrine developers as well as a method for resolving key issues or divergent views. Reference a provides the overall guidance for joint doctrine development and maintenance.

c. Only publications approved by the Chairman or signed under the CJCS command line will be referred to as joint publications. They are developed in coordination with the Services and combatant commands.

### 3. Unified Command Plan 1999 Implementation

a. The Joint Staff J-7 is the designated executive agent for the CJCS Joint Doctrine Development Program. The Joint Staff J-7 will promulgate all publication directives, manage "above-the-line" publications, act as the Joint Staff review authority, and forward all publications to the Chairman or Director, Joint Staff, (DJS) for signature.

b. USJFCOM will assist the Chairman in the concept, development, and revision of joint doctrine by analyzing all proposed and approved joint doctrine and JTTP for content and applicability. USJFCOM will also develop and maintain a feedback mechanism to link assessments to doctrine concepts and revisions. USJFCOM will oversee the development of signature-ready "below-the-line" doctrine publications. USJFCOM will not have command authority over Service doctrine organizations.

c. "Above-the-line" publication refers to a joint publication signed by the Chairman and a "below-the-line" publication refers to a joint publication under the CJCS command line.

d. No resources (funds or personnel) will transfer from the Joint Staff to USJFCOM. USJFCOM must identify personnel and funding requirements through the appropriate channels.

4. Milestones. A detailed timeline will be developed to implement milestones for a complete transfer of responsibilities from the Joint Staff J-7 to USJFCOM not later than 1 October 2001. See Table A-1.



Table A-1. Transition Milestones

<b>Milestone</b>	<b>OPR</b>
Establish timelines, in coordination with Joint Staff J-7, to implement this notice.	USJFCOM
Establish transition working group to oversee transfer process.	J-7
Educate joint doctrine development community on the transfer of responsibilities.	J-7
Identify joint doctrine development process changes and incorporate in the revision of reference a.	J-7

(INTENTIONALLY BLANK)

## ENCLOSURE B

### RESPONSIBILITIES

1. Chairman of the Joint Chiefs of Staff. The Chairman is responsible for developing joint doctrine and JTTP for the joint employment of the Armed Forces. The Chairman, in coordination with the Chiefs and combatant commanders, will approve all joint doctrine and JTTP publications and any modifications to joint doctrine and JTTP development procedures.
2. The Director, Operational Plans and Interoperability, Joint Staff (J-7)
  - a. Is responsible for managing the Joint Doctrine Development Program and is the designated executive agent for the Joint Doctrine Development Program.
  - b. Advises the Chairman on all policy and guidance concerning the program.
  - c. Establishes a system for the orderly processing and coordinating of all joint doctrine and JTTP projects. This includes establishing and adjusting milestones for new or revised publications or changes and assigning publication numbers.
  - d. Assists the Chairman, combatant commanders, and Chiefs in preparing for joint and multinational operations through the developing, analyzing, disseminating, assessing, and revising of current joint doctrine and JTTP concepts for "above-the-line" publications and all multinational doctrine.
  - e. Periodically reviews joint doctrine to provide recommendations for consolidating or deleting approved or emerging joint doctrine and JTTP.
  - f. Reviews all joint doctrine publications and projects for consistency and correctness.
  - g. Reviews emerging joint, combatant command, and Service doctrine and JTTP as well as proposed joint publications to ensure consistency with approved joint publications.
  - h. Assigns a Joint Staff doctrine sponsor (JSDS) and a lead agent (LA) based upon available subject matter expertise for all joint doctrine and JTTP projects.

1 April 2000

- i. Approves and evaluates directive for the test publication (if applicable) IAW procedures contained in reference a.
- j. Semiannually, sponsors and chairs a Joint Doctrine Working Party (JDWP) consisting of representatives from the joint doctrine development community to address doctrinal issues IAW reference a.
- k. Manages a Joint Electronic Library (JEL) of doctrine information Assists in expanding the JEL to support information flow and research for the joint doctrine development program.
- l. Enhances joint doctrine awareness through a program designed to educate the military community that emphasizes joint doctrine features using various forms of media.
- m. Is OPR for reference a.
- n. Administratively prepares and funds printing and distribution of all “above-” and “below-the-line” approved classified joint publications and unclassified CD-ROMs.

3. The Commander, US Joint Forces Command

- a. Assists the Chairman, combatant commanders, and Chiefs in preparing for joint operations through the analysis, development, dissemination, assessment, and revision of current and concept joint doctrine and JTTP for “below-the-line” publications.
- b. Recommends changes for or new joint doctrine and JTTP.
- c. Recommends Joint Doctrine Development Program improvements.
- d. Ensures validation of each project proposal and conducts a front-end analysis.
- e. Coordinates program directives for each new “below-the-line” joint publication and JTTP project and forwards them to the Joint Staff J-7.
- f. Monitors each “below-the-line” joint doctrine publication and JTTP project milestones.
- g. Assists LA and JSDS, as required:
  - (1) Throughout the first and second draft for “all above-the-line” publications.

1 April 2000

(2) To ensure complete coordination throughout the entire doctrine development process for all “below-the-line” doctrine publications.

h. Coordinates the evaluation directive for any test publication (if applicable).

i. Administratively prepares and funds all printing and distributing of approved “above-” and “below-the-line” unclassified joint publications.

j. Assists in developing, writing, and collecting proposals for new joint doctrine and JTTP projects.

k. Co-hosts working parties with the LA and primary review authority (PRA), for the development of program directives and joint publications.

l. Provides quality assurance and assistance in all aspects of joint publication development, maintenance, and distribution.

m. Reviews all publications after first and second drafts to ensure they meet the program directive requirements and are ready for initiation of the approval process IAW reference a.

n. Resolves or clarifies issues during the doctrine development and coordination process and identifies unresolved issues to the JSDS when forwarding the publication for approval.

o. Creates and maintains distribution lists for all approved joint publications.

p. Develops and maintains the Joint Publication Assessment Management Program.

q. Hosts the semiannual JDWP as requested by the Joint Staff J-7.

r. Facilitates, solicits, and forwards additional pertinent publications for inclusion in the JEL to the Joint Staff J-7.

s. Serves as evaluation agent if the optional test publication stage is included in the development process.

t. Conducts research and studies on designated doctrinal issues.

4. Joint Staff Doctrine Sponsor. Each joint doctrine and JTTP project will be assigned a JSDS. The JSDS will:

- a. Assist LA or PRA in development of assigned joint doctrine and JTTP projects.
- b. Carry out coordination review authority functions for the Joint Staff by coordinating the first and second draft documents IAW current Joint Staff administrative procedures and by providing the Joint Staff comments and recommendations to the LA and PRA.
- c. In coordination with the USJFCOM, process preliminary and final coordination drafts and test publications for final approval.

ENCLOSURE C  
PROCEDURES

1. Project Proposals

a. The Director, J-7, Joint Staff, will:

- (1) Sponsor and chair semiannual JDWPs.
- (2) Submit a message to the Services, combatant commands, and Joint Staff directorates soliciting project proposals for consideration at the JDWP.
- (3) Act as the Joint Staff voting member at the JDWP.
- (4) Approve all project proposals.

b. The Commander, US Joint Forces Command, will:

- (1) Host the JDWP semiannually.
- (2) Assist in developing, writing, and collecting proposals for new joint doctrine and JTTP projects.
- (3) Conduct a front-end analysis and recommend if the proposal is appropriate for inclusion as joint doctrine or JTTP and how to implement the proposal IAW reference a.

c. Joint Doctrine Working Party (JDWP). Will recommend approval or disapproval of each joint doctrine or JTTP proposal to the Joint Staff J-7.

2. Program Directives

a. "Above-the-line" Joint Publications

- (1) The Director, J-7, Joint Staff, will
  - (a) Receive the draft program directive from the LA.
  - (b) Oversee the preliminary and final coordination of the draft program directive with the Services, combatant commands, and Joint Staff directorates IAW reference a.
  - (c) Approve the program directive.

(2) The Commander, US Joint Forces Command, will:

(a) Co-host, with the LA, a program directive development group.

(b) Assist in refining the project scope, developing a detailed chapter outline, defining the target audience, and establishing milestones for the project that will be included in a draft program directive.

(c) Ensure the LA provides the Joint Staff J-7 a draft program directive ready for preliminary and final coordination.

b. "Below-the-line Joint" Publications

(1) The Director, J-7, Joint Staff, will

(a) Receive a fully coordinated, "signature ready" program directive from USJFCOM.

(b) Approve the program directive.

(2) The Commander, US Joint Forces Command, will:

(a) Co-host, with the LA, a program directive development group.

(b) Assist in refining the project scope, developing a detailed chapter outline, defining the target audience, and establishing milestones for the project that will be included in a draft program directive.

(c) Oversee preliminary and final coordination of the draft program directive with the Services, combatant commands, and Joint Staff directorates.

(d) Send the "ready-for-signature" program directive to the Joint Staff J-7.

3. Draft Development Phase ("above-" and "below-the-line" Joint Publications). Commander, USJFCOM, will monitor the progress of each joint doctrine and JTTP project and provide assistance to the LA and JSDS to ensure complete coordination throughout the entire doctrine development process.



#### 4. Preliminary and Final Coordination Phase

##### a. "Above-the-line" Joint Publications

(1) The Director, J-7, Joint Staff, will:

(a) Receive a draft publication ready for preliminary coordination from the LA.

(b) Ensure draft publication is formatted IAW reference a.

(c) Monitor the progress of each "above-the-line" joint doctrine and JTTP project and provide assistance to the JSDS, as required, to ensure complete coordination throughout the entire doctrine development process.

(2) The JSDS will complete the preliminary and final coordination IAW reference a.

##### b. "Below-the-line" Joint Publications

(1) The Commander, US Joint Forces Command, will:

(a) Receive a draft publication ready for preliminary coordination from the LA.

(b) Ensure the draft publication is formatted IAW reference a.

(c) Monitor the progress of each "below-the-line" joint doctrine and JTTP project and provide assistance to the JSDS, as required, to ensure complete coordination.

(2) The JSDS will complete the preliminary and final coordination IAW JP 1-01.

#### 5. Approval

a. "Above-the-line" Joint Publications. The Director, J-7, Joint Staff, will assist the JSDS in preparing each "above-the-line" joint doctrine and JTTP project.

b. "Below-the-line" Joint Publications. The Commander, USJFCOM, will assist the JSDS in preparing each "below-the-line" joint doctrine and JTTP project for approval.

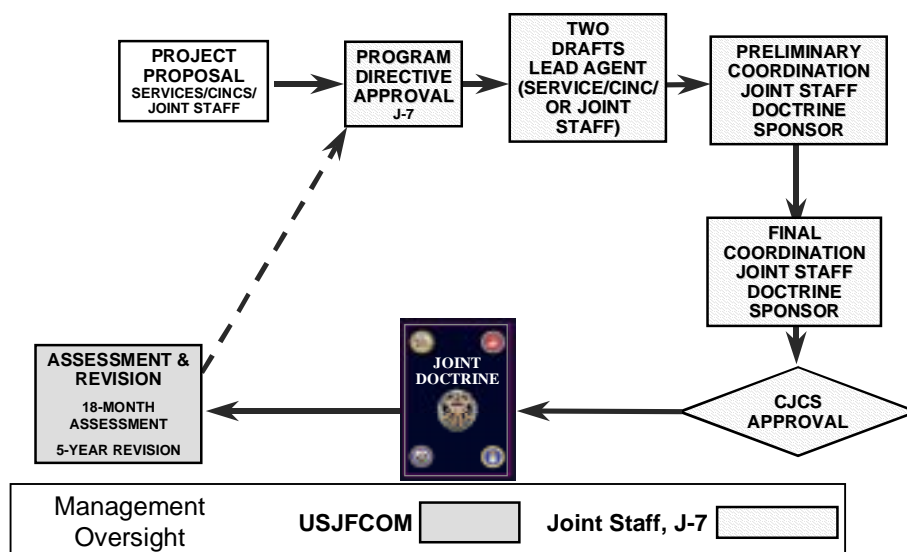


Figure C-1. "Above-the-Line" Doctrine Development

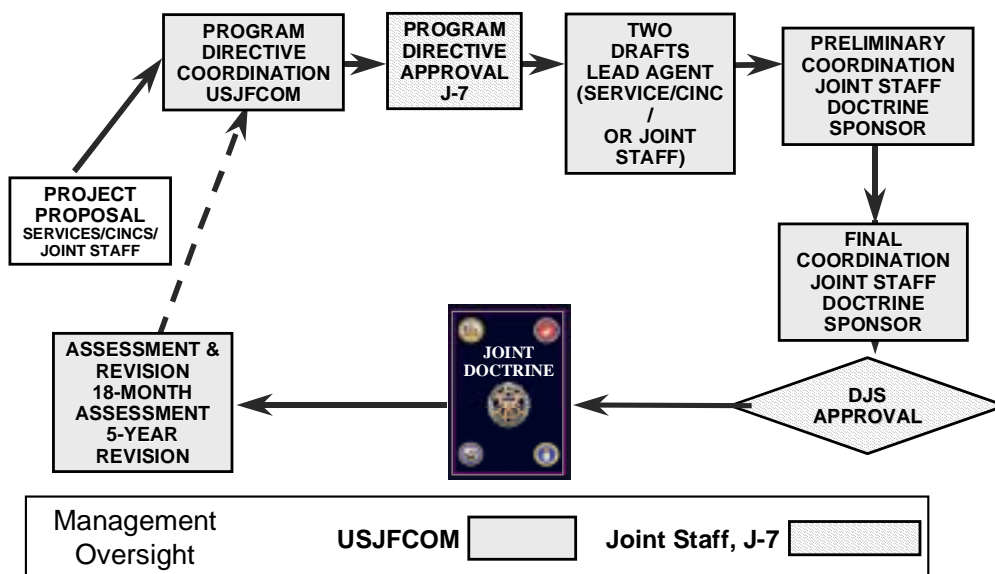


Figure C-2. "Below-the-Line" Doctrine Development